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The era from 1883 to 1915 was Haiti's worst, politically. Revo-

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lution succeeded revolution; the country sank deep into graft and scandal; foreign powers made Haiti debase herself before them. Some of the élite, backed by foreign merchants resident in the country, went so far as to urge annexation by the United States rather than endure continued disorder in economics and degradation in social life. They felt matters had come to such a pass that only so radical a change could clean the Augean stables. This was the period of a succession of political pamphlets[14] written by élite thinkers to set forth the necessary steps of reform. Every president was a black autocrat, holding power by his control over the masses. If an occasional one was more than mediocre (Hyppolite, for example), his good qualities were sure to be more than offset by the ignorant boors (such as Nord Alexis) who followed him.

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True, even the most incompetent of the Negro presidents was obliged to employ a few élite, for literacy was necessary in the foreign office if nowhere else. The aristocrats were impotent, however, for Haitian problems had tremendously increased at the very period when they were losing control of government policy. Reforms were imperative, as every member of the élite knew; but no black president saw the need, or seeing it, had the vaguest idea how to proceed toward effecting them. Beyond the shameful disgrace of Haiti's position in the world of independent nations, the thoughtful could glimpse the anarchy which must inevitably result from continued ineffectiveness.

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Reforms were not forthcoming. Rather, anarchy came, bringing international complications in its wake. The American Marines occupied the country. An era was ended.

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It had been a strange journey in political ideas from the time of Pétion and Christophe to that of the Occupation. The early leaders seemed to envision triumphs for Haiti in a world of great powers, and to see themselves as men with a mission. After Boyer the vision dimmed. We have Soulouque, whose tinsel empire was mere stage setting for the act of a neighborhood bully; the tyrant Domingue; the senile Nord Alexis; the utterly incompetent fly-by-nights in the decade before the Occupation. Even Geffrard the reformer, prob-

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14. Among the most lucid of these were: Démesvar Delorme, *La Misère au sein des richesses* (1873); Edmond Paul, *Les Causes de nos malheurs* (1889); Léonidas Laventure, *Haiti: le danger de la patrie* (1893); Alcius Charmant, *Haiti, vivra-t-elle?* (1903); and Auguste Magloire, *L'Erreur révolutionnaire et notre état social* (1909).

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be given to Haiti for vast rubber plantings.[21] Opposition to Lescot comes chiefly from those who consider him too friendly with the Dominicans who killed hundreds of Haitian workers in 1937, Lescot having figured prominently in negotiations that led to the Dominican government's agreement to pay indemnities to Haiti for the slaughter.

Reviewing the whole course of Haitian history, the field of politics seems to have marshaled itself behind a few regularities. In every case there have been voices raised to protest, yet the ruling clique, whatever its grouping, has effectively supported these characteristic political customs:

1. Complete dominance of political life by the president. Strong men seem to be necessary to rule ignorant masses. Even the revolutions precipitated by parties campaigning for parliamentarianism have, when successful, become governments by the president. This concentration of power in one man's hands makes the next revolution possible, for it is easier to overthrow one man than to eliminate a party based upon wide suffrage and diffused responsibility.

2. The inferior position of cabinet ministers. These have resembled neither European nor American secretaries of state in their responsibilities, but have been little more than clerks appointed by the president to serve as heads of a bureau. The treasurer-general, for example, during most of Haiti's history has merely received the moneys, while the president disbursed them. The secretary-general has neither originated nor conducted the details of public policy. Often as not, the minister has made a convenient whipping boy when the president has got himself involved in internal or foreign complications: by demanding the minister's resignation the president remained unscathed.

3. The unimportance of the legislature. It has made useful patron-

21. The European War, threatening the supply of rubber coming to the United States from British Malaya and the Netherlands East Indies, has made the American government seek new sources. The Department of Agriculture established an experimental station and breeding gardens for rubber plants in Haiti, and the results were so successful that extensive areas were planted with rubber trees. Haiti and the United States in May, 1941, reached a long-term agreement for "the development of agriculture and economy"; the projects embraced under the agreement include not only rubber but the further development of Haiti's banana plantations, the planting of oil crops, drug plants, spices, fiber plants, the stimulation of handicraft industries, and the development of forestry resources peculiar to the tropics. A further extension of an additional $500,000 in credits will be made for use on highways, irrigation projects, and to provide transportation facilities for the areas to be planted to rubber trees.

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643 reason of his power to name agents accredited to foreign governments; with the approval of the Senate he made treaties and wars. In cases of malversation, or gross corruption, the president might be denounced by the Senate (his own nominees), and the High Court of Justice (his own appointees) would sit in judgment on him; matters [669] have never reached this pass, however, for the Haitian method of checking a president's "malversation" has been the more direct one of revolution.

643 At a salary generally set in the neighborhood of thirty or forty [465] thousand dollars the president could live luxuriously, the highest-paid person in Haiti. The salary combined with the prestige and [661] perquisites of office was enough to explain the eagerness with which men sought the position. "Perquisites" often enough included graft.

645 Details of administration have been in the hands of various departments of state, their number depending upon the constitution then in force. As has been said, the president generally regarded his cabinet members as little more than clerks to attend to details. Only a few in the whole nineteenth century stand out prominently as directors of policy—Boyer as Pétion's secretary-general; Inginac, holding the same position under Boyer; Anténor Firmin, Hyppolite's foreign secretary; and a handful of others. During the four years, 1843–47, of "ephemeral governments" the cabinet ministers sometimes managed to rule their offices, and under the succession of ignorant Negro generals at the end of the century, if the educated élite secretaries had not taken charge of affairs no one would have handled them. Constitutional language made the cabinet officers seem more important than they were, however, for the actual position of a minister was usually that of head clerk, chief errand boy and handy man for the president, and convenient scapegoat when crises arose in foreign affairs, finances, public works, or other spheres.

646 The legislative body has ordinarily consisted of two chambers, the Senate and the Chamber of Representatives. Senators must be thirty years old. They have ordinarily served a nine-year term, being available for reëlection only after three years out of office. The method of choice curbed their power: the lower house selected each senator from a list of three nominated by the president for each vacancy. For a salary of sixteen hundred dollars and freedom from arrest in civil cases, all the senator had to do was to correspond with the president and lower house on public affairs, and decree appro-